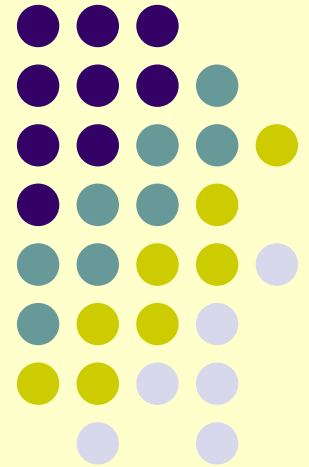


Deliberation and Community Involvement:

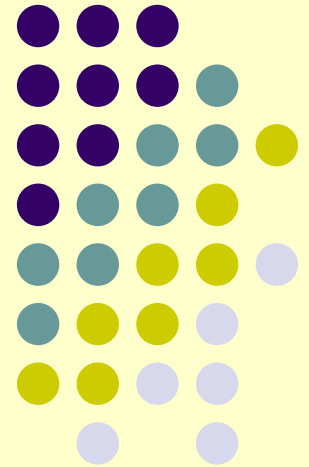
From Education to Decision



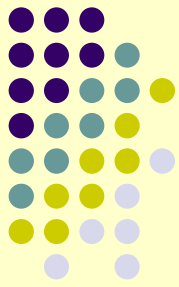
Kay Haaland M.S.

Extension Faculty—Leadership &
Public Issues Education

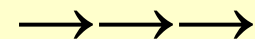
Washington State University



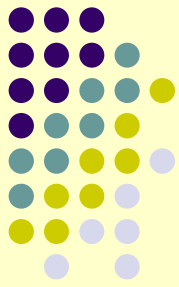
From Education to Decision: The National Issues Forum Model and Community Involvement



- Experiences with community involvement
- National Issues Forums and deliberation
- Value of deliberation
- When NIF effective for community involvement
- Issue framing for public deliberation

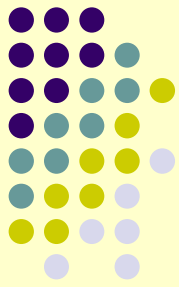


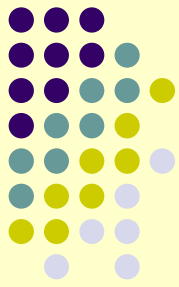
National Issues Forum Model and Community Involvement



- Case study—Non-point pollution in Delaware's inland bays
- Case study—Smog in Central Ohio
- Conducting public forums
- More things to consider
- Adapting to the EPA world
- Training available
- Resources available

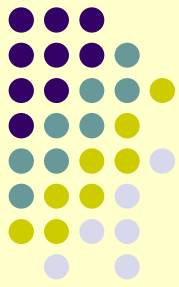
Your experiences





National Issues Forums (NIF)

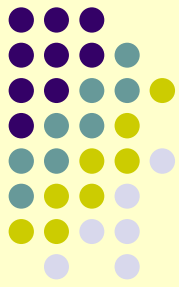
- Originated with Kettering Foundation.
- National network of educational and community organizations that deliberate national issues in community forums.
- The NIF model can be used to frame local and regional issues for education, deliberation, and identifying policy recommendations acceptable to the public.



Deliberation

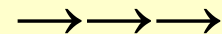
- A discussion and consideration of reasons for and against proposed actions, including likely trade-offs (if we do this what will we lose or give up).
- A weighing of various options.

Not a debate with winners and losers!

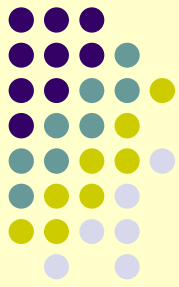


Value of Deliberative Forums

- Deliberation of a locally-framed issue at community forums generates insights which go far beyond typical public hearings, community meetings, and opinion polls.
- Builds a common understanding of the issue among forum participants and beyond when the information is distributed within community (e.g. website, media).
- Incorporates local knowledge as well as science.

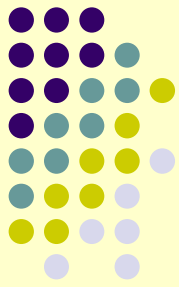


Value: Informing Public Policy



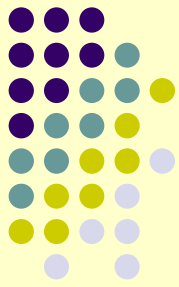
- Identifies what citizens are willing, and not willing, to do to support a government or private intervention in the issue.
- Can move an issue from threat to public policy recommendations.
- The public stakeholders become part of the solution.

The Framed Issue Coupled With Deliberation Enhances Education



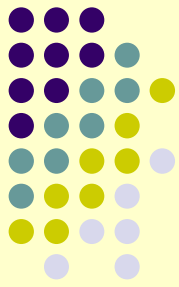
- Framed issue has research behind it (e.g. science, technology).
- During forums, participants add to the body of knowledge (e.g. local knowledge).
- Participants, and often the framers, know more about the issue by the time the forum concludes.

Federal Policy, 2005 Memorandum: Support for Collaboration



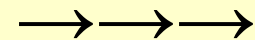
- Federal agencies directed to increase use of environmental conflict resolution.
- And, increase institutional capacity for collaborative problem solving.
- Objective—improve federal agencies' ability to work collaboratively with stakeholders on environmental and natural resource decisions where the federal government has management and decision making responsibilities.

Office of Management and Budget, 2005

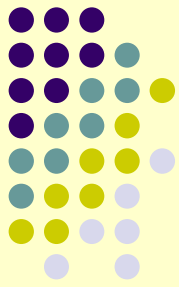


When NIF Model is an Effective Choice for Community Involvement

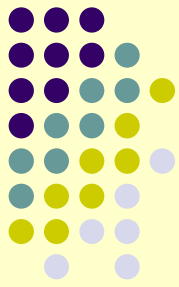
- Issue has broad concern.
- Issue needs resolution, but there are no clear solutions, or the potential ones are in conflict.
- A range of people must act on the problem so it can be addressed effectively.



NIF Effective Choice When...

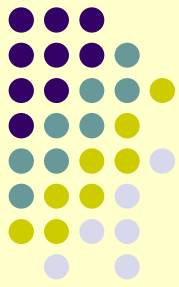


- Discussions incomplete so far, citizens have not considered implications of different courses of action.
- The debate has bogged down and a new approach may jump start the discussion and allow the community and agency to move forward.



Issue Framing: Overview

- Framing means the issue is structured into manageable parts for discussion.
- Issue researched, then framed by a team and presented in 3 or 4 distinct points of view in a guide book and/or “map.”
- Framework is published (e.g. issue guide).
- Issue guide and/or map is distributed to citizens via newspaper, website, mailing, etc., preferably before the community forum.

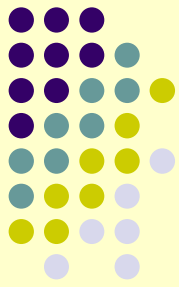


Basic Framework: Each Distinct Approach Includes

- Brief description of approach.
- Action—what can be done to improve the situation.
- Key arguments in support of action.
- Key arguments in opposition to action.
- A likely trade-off.

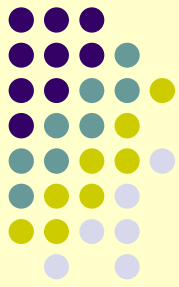
All generated by the issue framing team

Non-point Pollution in Delaware's Inland Bays



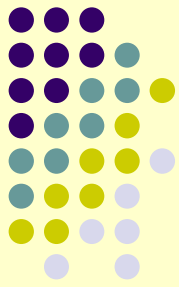
See issue map provided.

Getting Started: Effective Framing Teams



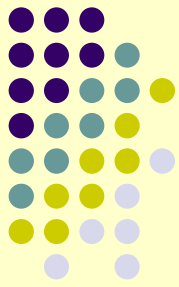
- People with diverse backgrounds and experiences.
- Open-minded people willing to set aside personal opinions while framing.
- Team players who are committed to project, and have the time.
- Experts not necessary—more important to understand the variety of citizens' perspectives of the issue.
- “Expert” information/opinions identified by team members' research.
- Recommended team size – 3 to 6 members.

Before You Begin Framing

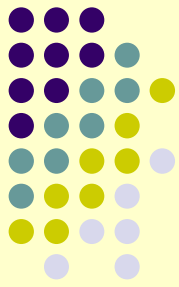


- Who is the target audience?
- What kind of issue guide is best suited for the target audience?
- Number of forums to conduct, and where to hold them for the community's convenience?

Framing Team Starts Research



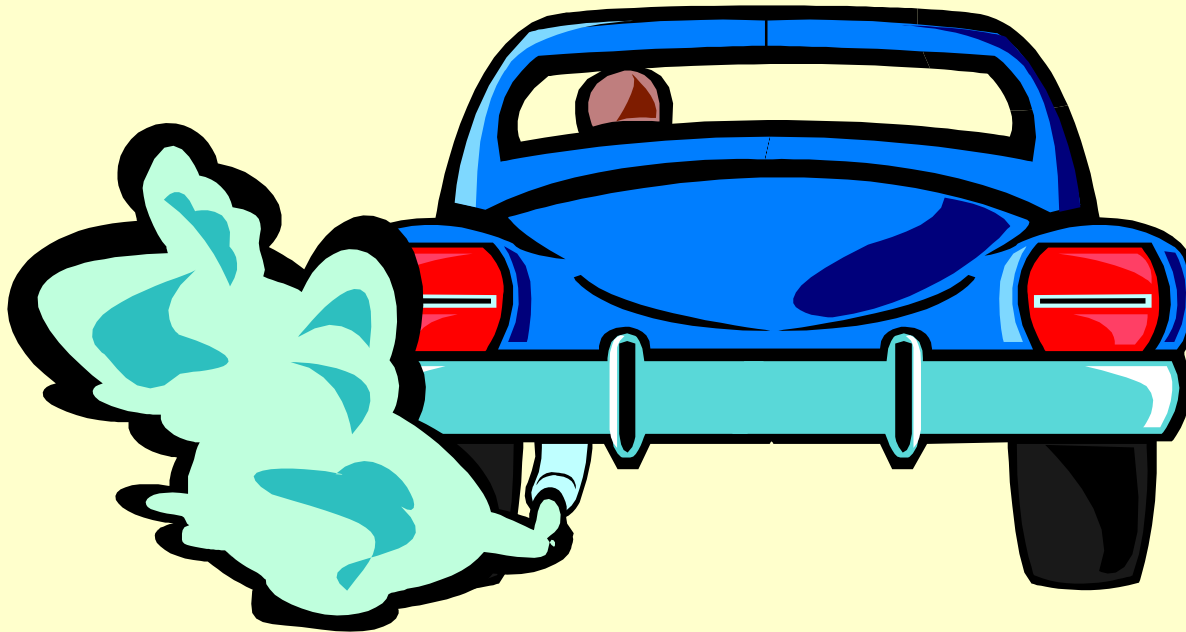
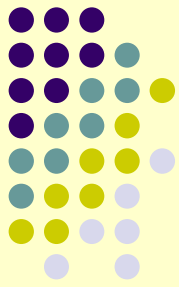
- Identify main concerns about the issue—what people say, what experts say.
- Where are the sticking points when trying to resolve the issue?
- What has been done so far to address the issue?
- What sort of policies or actions are being discussed?



Framing Exercise Begins

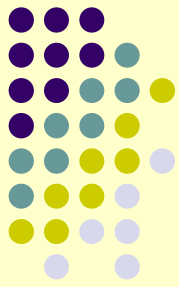
- Brainstorm potential actions to resolve issue.
- Organize ideas by commonality or intent (e.g. the approaches that might be taken).
- Record ideas that help explain why advocates of each approach think it's a good idea.
- Record ideas why some think each approach is a bad idea.
- Identify a trade-off for each approach.

Case Study: Smog in Central Ohio

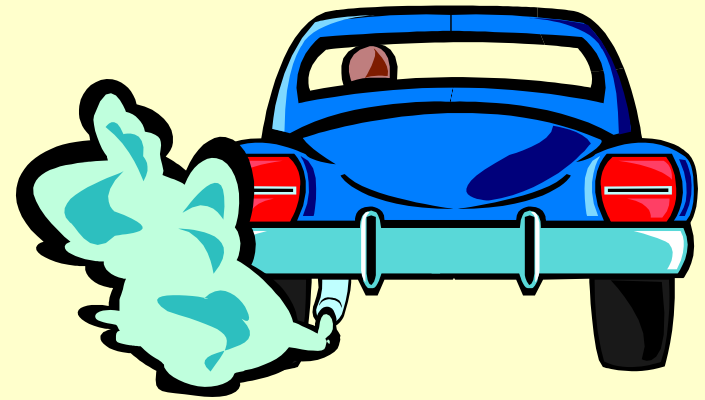


Growing concerns...

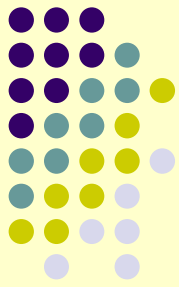
Case Study: Growing Concerns About Smog in Central Ohio



- Region growing rapidly.
- Studies showed ozone caused significant health problems at lower levels than believed previously.
- EPA proposed new tougher health-based standards for ozone.
- Columbus, OH, area ozone levels would violate proposed standard.
- Concerns that new standards would have negative impact on economic development.

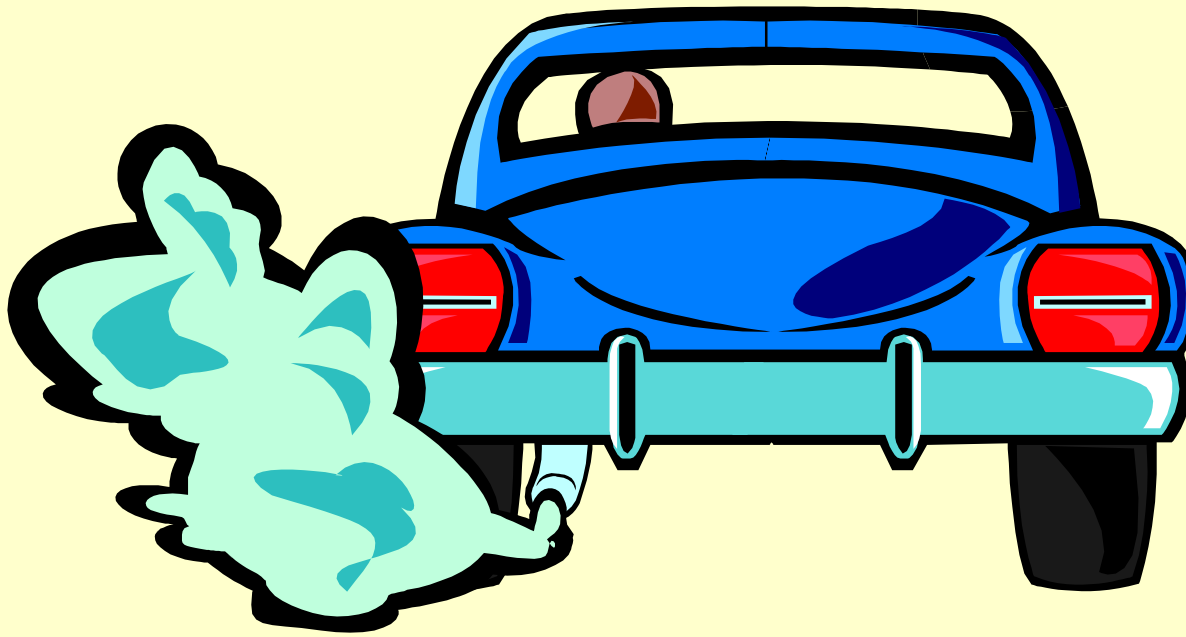
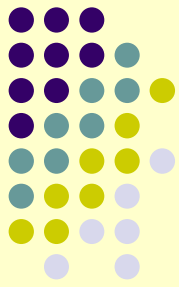


Ohio's Collaborative Framing Process



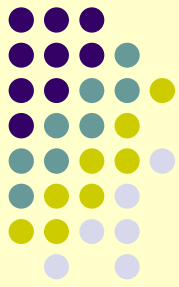
- Faculty with NIF expertise from The Ohio State University
- Columbus Health Department
- Mid-Ohio Regional Planning Commission
- Citizen volunteers

Case Study: Practice Issue Framing



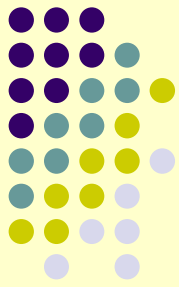
Issue map provided.

No Quick Fixes in Ohio and Delaware

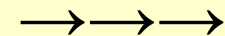


- Partnerships had to be built among agencies.
- Resources had to be obtained to fund the work.
- Citizens and agency staff trained to frame issues and/or moderate forums.
- Issue framed.
- Publication written (guide and/or map).
- Forums conducted.
- Data from forums analyzed and reported.

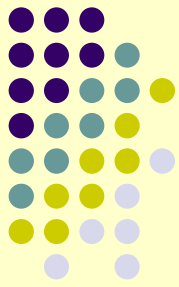
Characteristics of Good Issue Framing



- Framework clearly identifies what is at issue.
- Issue framed through lens of public, not through lens of politicians, academics, or media.
- Framework about actionable choices, not solutions.
- Approaches capture what is valuable to citizens.
- Each approach presented with “best foot forward” and with downsides exposed.

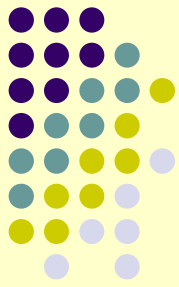


Good Framing...



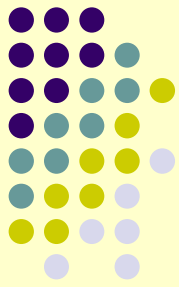
- Forces people to confront real trade-offs.
- Presents approaches that are distinctly different, not just opposites of each other.
- Represents full spectrum of views.
- Authentic to people's experience; no artificially made-up choices.

Community Forums: How We Do It

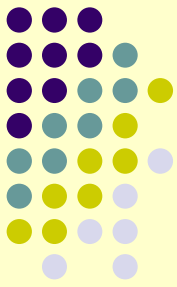


- Forums conducted within a region.
- Skilled moderator guides the deliberation.
- Ground rules used.
- Thorough set of notes recorded at each forum.
- Typical size of group varies widely.
- Typical length of forum is 2-1/2 to 3 hours; or, can conduct over time in a study circle format.

Post and Review the Ground Rules with Participants



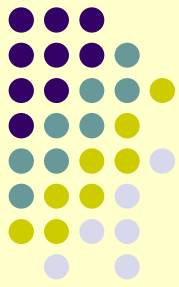
- Moderator remains neutral.
- Everyone encouraged to participate.
- Practice mutual respect and attentiveness.
- Listen carefully; really try to understand the other's point of view.
- Try to identify areas of agreement and disagreement, and those areas of common ground that could lead to action.
- Everyone understands this is not a debate.



Moderator's Role

- Begins with brief “warm-up” of people’s stake in the issue to make it personal.
- Leads citizens through a deliberative discussion, one approach at a time, generally 20-30 minutes per approach.

Role and value of empty chair

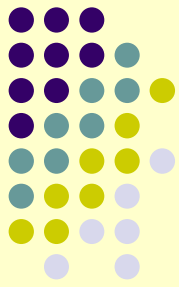


As Deliberation Continues, Moderator Asks People to Identify...

- Costs and consequences of proposed actions.
- Potential unintended consequences.
- Trade-offs people are willing, and unwilling, to accept.
- Interdependencies in this issue.

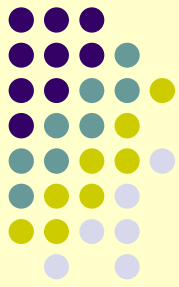
Now they weigh the options

Moderator Brings Deliberation to a Close



- People identify COMMON GROUND FOR ACTION heard at the forum—a shared sense of direction.
- Moderator reviews work done during forum.
- Moderator, or host, reviews how their work will be used, reported, etc.
- Moderator, or host, thanks people for their participation.

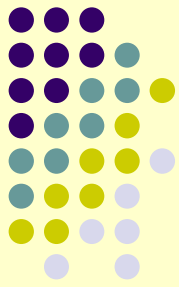
A Few More Things to Consider



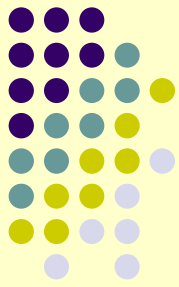
The National Issues Forum model is not an effective choice for community involvement when...

- Problems/issues have only “yes” or “no” answers.
- Problems require a fast response.
- Problems mostly concern a narrow group of interests.

Field Trips Enhance Understanding of Problem—When Possible, Do With Team Prior to Framing the Issue

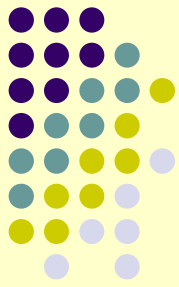


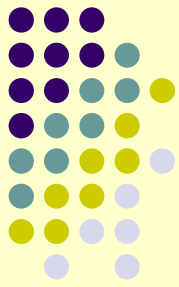
Clarify the Decision Space with Citizens



People have the right to know how their involvement will be used by decision makers

Seating for Effective Deliberation: Circles and Horseshoes

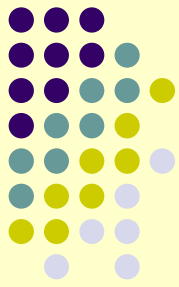




Adaptation for Agencies

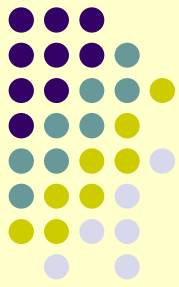
- Agency frames the issue with partners — other government agencies, interest groups, and perhaps an NIF trained individual.
- Involving partners, what works for you?
- What are sticking points when trying to recruit and work with partners?

Partners: Can you identify what's in it for them?



After the Forums

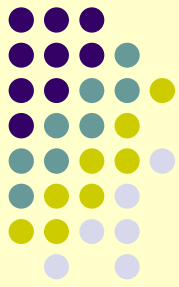
- The collaborative “task force” (e.g. framing team) analyzes all the information gathered, looks for common ground and agreement and makes recommendations to the agency with decision making power (e.g. EPA).



Adapting to the EPA World

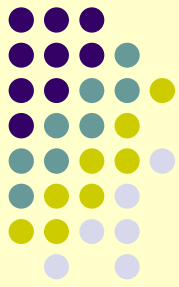
- Acid Rain
- Clean Air Act
- Clean Water Act
- Hazardous Waste
- Lead
- Mercury
- Oil Spills
- Ozone
- Superfund
- Wetlands

Summary: From Education to Decision

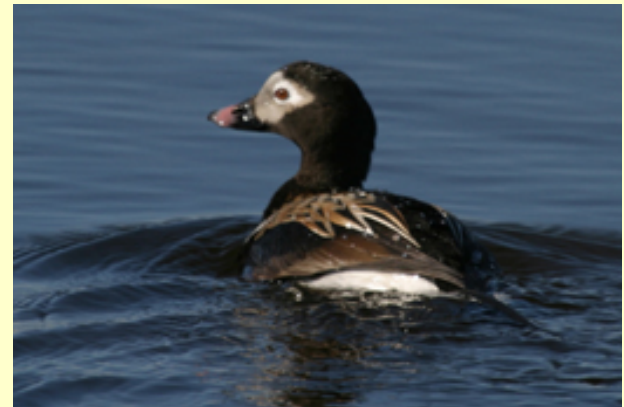


- Issue framing and public deliberation are useful tools for community education and involvement.
- Deliberation is a different way of talking. It pushes people and agencies to anticipate consequences and ask themselves what is acceptable.
- The community involvement leads to improved understanding and a more informed response to a public issue.

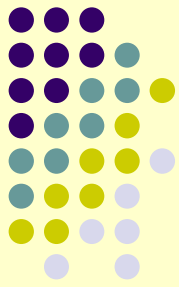
And...



- Deliberation can move a complex, contentious issue to public policy recommendations.
- The public becomes part of the solution.

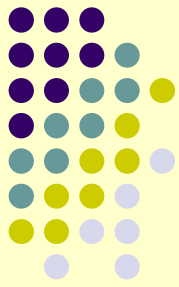


Moderator and Issue Framing Training Available Across USA



- Information on the National Issues Forum website, see Calendar—Workshops.

www.nifi.org/



Resources

- National Issues Forum, www.nifi.org/
- Kettering Foundation, www.kettering.org/
- International Association for Public Participation, www.iap2.org/
- Community-Based Collaboratives Research Consortium, www.cbrc.org/
- Kay Haaland, Washington State University, haaland@wsu.edu